

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller *AD*

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 8/23/73

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Research _____
Press Off. _____
Telephone Rm. _____
Director Sec'y _____

Putman

Attached are minutes of meeting of the Working Group of the Cabinet Committee to Combat Terrorism which was held 8/15/73. Pertinent parts have previously been discussed by separate memorandum.

ACTION:

None. For information. 984922-001

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 10-28-2005 BY 60309
auc tam/mlt/elh

AD
Enclosure

FSP:cae
(3)

REC-15

2 ENCLOSURE

EX-103

② AUG 24 1973

68 AUG 29 1973

AD

51
JULY 1973
ASS.

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. W. R. Wannall

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO COMBAT TERRORISM

1 - Mr. W. R. Wannall
1 - Mr. F. S. Putman, Jr.

DATE: 1/3/74

ALL INFORMATION CONTAINED
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DATE 11-01-2005 BY 60309
auc tam/mlt/elh

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Director Sec'y _____

The working group of captioned Committee met
on 12/19/73 and a copy of the agenda and minutes are attached.

Also attached is copy of Department of State
Press Briefing concerning recent airplane hijacking in Rome,
copy of a booklet from Agency for International Development
captioned "Terrorism, A National and International Problem,"
and copy of a press release from U. S. Mission to the United
Nations pertaining to the Convention on the Prevention and Punish-
ment of Crimes Against Internationally Protected Persons,
Including Diplomatic Agents."

Nothing discussed affected the FBI.

ACTION:

None. For information.

Enclosures

FSP:cae
(3)

ENC. BEHIND FILE

53 JAN 25 1974

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller *EM*

FROM : F. S. Putman *FS*

SUBJECT: CABINET COMMITTEE TO COMBAT TERRORISM

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 10-28-2006 BY 60309
auc tam/mlt/ela
1 - Mr. N. P. Callahan
1 - Mr. E. S. Miller
1 - Mr. R. E. Gebhardt

DATE: 8/17/73

1 - Mr. T. J. Jenkins
1 - Mr. F. S. Putman
1 - Mr. R. F. Bates
1 - Mr. C. E. Enright
1 - Mr. J. M. Powers
1 - Mr. D. D. Gillis

MPW

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Director Sec'y _____

TOP SECRET

This memorandum provides a summary of the background of our Contingency Plan relative to our responsibilities under the Act for the Protection of Foreign Officials and Official Guests of the United States (PFO). Changes updating these plans are attached.

Revised 33 (Bulky envelope)

Following the murders of the Jewish athletes at the Olympic Games in Munich in September, 1972, President Nixon established the Cabinet Committee to Combat Terrorism chaired by the Secretary of State. This Committee was composed of Cabinet-level officials and included the Acting Director of the FBI. The Committee was supported by a working group to which Assistant Director Miller was designated to represent the FBI.

Revised 33

The mission of the Cabinet Committee is to consider the most effective means by which to prevent terrorism here and abroad and to take the lead in establishing procedures to insure our Government can take appropriate action in response to acts of terrorism swiftly and effectively. At one of its first meetings, the working group designated the FBI to assume primary responsibility in the event of any terrorist attacks in the U. S., which fall under Federal jurisdiction. All other Federal departments and agencies were directed to assist the FBI in every appropriate way.

At the time the Cabinet Committee to Combat Terrorism was established, Federal jurisdiction was limited with respect to terrorist acts. However, Congress was considering PFO to provide an umbrella of Federal protection over a large number of foreign officials and official guests who were not previously

Enclosures

DDG:kaf
(10)

REC-28

ST-102

62-115360-53
CONTINUED - OVER
5 AUG 28 1973

XEROX
SEP 4 1973

UNRECORDED COPY FILED IN 185-00

FEB 27 1974 wh

Memorandum to Mr. E. S. Miller

Re: Cabinet Committee To
Combat Terrorism

entitled to Federal protection. This Act was passed and was signed by the President on 10/24/72. After lengthy negotiation with the Department of Justice, the Department assigned exclusive Federal investigative jurisdiction for this Act to the FBI. We did not feel it was desirable to share jurisdiction of this statute with Treasury.

Enclosed for inclusion in this Contingency Plan are:

1. Revised pages for the entire plan although not the appendixes thereto;
2. Revised page 2 of the Cabinet Committee to Combat Terrorism Roster of Emergency Watch Group which could also be described as the last page of Appendix D; and
3. Additional Appendixes "E," "F," and "G."

ACTION:

The enclosed material is submitted to update this plan in terms of current names, telephone numbers and similar items and does not contain changes of a substantive or policy nature.

006

LEB

REG/yo

W/C

EMR

✓

✓

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller *Em*

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 9/10/73

ALL INFORMATION CONTAINED
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DATE 10-28-2005 BY 60309
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Telephone Rm. _____
Director Sec'y _____

BT
The Working Group of captioned Committee met
on 8/29/73 and copies of the minutes are attached.

Nothing requiring answer was presented.

ACTION:

None. For information.

RJD:war

Enclosure

FSP:cae
(3) *See*

REC-75

62-115360-55

EX-117

16 SEP 19 1973

5-FSP

3 EX-117 193

58 SEP 24 1973

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller *MP*

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

FROM : F. S. Putman, Jr.

DATE: 9/19/73

SUBJECT: *O* CABINET COMMITTEE TO
COMBAT TERRORISM

ALL INFORMATION CONTAINED
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DATE 10-28-2006 BY 60309 auc/tam/mlt/elh

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Director Sec'y _____

The Working Group of captioned Committee met on 9/12/73, and a copy of the minutes is attached. Also attached is a copy of a memorandum dated September 11, 1973, concerning terrorist threat regarding the SS Mardi Gras.

During captioned meeting, a presentation was made concerning the INTERPOL representative and pertinent literature circulated is attached.

Also enclosed is one copy of a memorandum dated 9/5/73, which is a proposed memorandum for Secretary of State Designate Dr. Henry Kissinger. None of the above require any action on the part of the FBI.

ACTION:

an
None. For information.

ST-102

Enclosures

REC-52 *62-115360-56*

FSP:cae
(3)

3 SEP 20 1973

*13- ENCLURE
ENCLOSURE ATTACHED*

5- F80

SEP 25 1973

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman
DATE: 9/19/73

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Attached is a copy of a proposed handout by
Ambassador Hoffacker. Ambassador Hoffacker was soliciting
any suggestions for improving the memorandum.

Besides the obvious updating which is necessary,
no further response appears to be necessary.

ACTION:

None. For information.

Enclosure

FSP:cae
(3) *gol*

2- *ENCLOSURE*

REG-70 62-115360-57
EX-112 3 SEP 20 1973

5- FSP

55 SEP 26 1973

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller *ENR*

FROM : F. S. Putman, Jr. *SP/SP*

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - F. S. Putman

DATE: 9/28/73

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Telephone Rm. _____
Director Sec'y _____

The Working Group of captioned Committee met on 9/26/73, and a copy of the agenda as well as the minutes are attached.

Nothing discussed required action on the part of the FBI.

ACTION:

None. For information.

Enclosures (2)

FSP:cae
(3)

REC-45

62-115360-58

EX-112

14 OCT 11 1973

700 Oct 1 15 9
7194

S. Fm

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 10/19/73

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 11-01-2005 BY 60309
auc tam/mlt/elh

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Director Sec'y _____

Captioned Committee met on 10/10/73, with
Special Agents [redacted] and Lionel E. Belanger attend-
ing in my absence. No items directly affecting the FBI were
discussed. Minutes and agenda of meeting are attached.

b6
b7c

Enclosures (2)

ACTION:

None. For information.

FSP/frm

✓

REC-57

ST-111

62-115360-59

23 OCT 1973

RAM:cae
(3)

8 ENCLOSURE

"ENCLOSURE ATTACHED"

FII

57 OCT 30 1973

FSP

5010-04
~~CONFIDENTIAL~~

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman, Jr.

DATE: 10/23/73

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REC-72 62-115300-0
(C) NOV 1973

RECOMMENDATION:

SI-111

If you agree, the Bureau will abstain in supporting any position.

DATE: 11-06-2031

CLASSIFIED BY 60309 auc tam/mlt/elh

DECLASSIFY ON: 25X 3.3(1)

11-06-2073

Enclosure
FSP:cae
(3)

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WHERE SHOWN OTHERWISE

~~CONFIDENTIAL~~

~~CONFIDENTIAL~~

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : Mr. F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 10/31/73

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DATE: 11-01-2005

CLASSIFIED BY 60309 auc tam/ml

DECLASSIFY ON: 25X 3-2 (1)

11-01-2030

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Director's Office _____

The Working Group of captioned Committee met on
10/24/73. A copy of the agenda along with a copy of the minutes^{b1} are
attached.

Referral/Direct

[Redacted]

(C)

[Redacted]

Nothing was discussed affecting the FBI.

(C)

ACTION:

None. For information.

ENCLOSURE

REC-36

Enclosures

FSP:cae
(3)

NOV 9 1973

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~~CONFIDENTIAL~~

NOV 9 1973

ALL INFORMATION CONTAINED
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DATE 05-15-2006 BY 60309
auc tam/dcg/elh

The Acting Attorney General

1 Callahan
1 Baker
1 - Mr. Gebhardt

October 25, 1973

Director, FBI

1 - Mr. Jenkins
1 - Mr. Walsh
1 - Mr. Mintz
1 - Mr. E. S. Miller
1 - Mr. Putman
1 - Mr. T. J. Smith
1 - Mr. Lloyd

**SCOPE OF FBI JURISDICTION
AND RESPONSIBILITY RELATING TO
ACTS OF TERRORISM IN THE UNITED STATES**

The purpose of this memorandum is to advise the Department of Justice of my concept of the FBI's authority and responsibility for dealing with international terrorist attacks on foreign diplomats and diplomatic establishments in the United States as they fall within the purview of the Act for the Protection of Foreign Officials and Official Guests of the United States, also known as Public Law 92-539.

By memorandum dated September 25, 1972, addressed to the Secretary of State, captioned "Action to Combat Terrorism," the President directed the establishment of the Cabinet Committee to Combat Terrorism. This Committee was to be chaired by the Secretary of State and included the Director of the FBI and the Attorney General among its members. The Cabinet Committee was formed in order to devise procedures for reacting swiftly and effectively to acts of terrorism. Federal offices and Federal departments and agencies were directed to cooperate with the Committee in carrying out its function and to comply with policies, guidelines, standards and procedures prescribed by the Committee.

One of the first acts of this Committee was to designate the FBI to take charge of any situation involving a terrorist act in the United States. The establishment of the Cabinet Committee was followed by the enactment of Public Law 92-539. The President signed this law on October 24, 1972; and, after considerable study, the Department assigned exclusive Federal investigative jurisdiction to the FBI. The establishment of the Committee and the enactment of Public Law 92-539 are a direct result of the increasing incidence of international terrorism, and both the Committee and the Department of Justice instructed that the FBI assume responsibility in the event of an international terrorist attack.

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Director Sec'y _____

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FBI

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ORIGINAL, FILED, 7/2

The Acting Attorney General

In an attempt to prepare to deal with terrorist attacks in the United States, particularly those which involve the seizure of a diplomatic building or the kidnaping of diplomatic personnel, contingency plans were developed by each field office of the FBI as well as FBI Headquarters, the State Department, the White House and other agencies with designated responsibilities under Public Law 92-539. The FBI contingency plans were developed in an attempt to prepare for potential terrorist attacks of a nature likely to be faced by a particular FBI field office.

The current policy is that the FBI will use lethal force only in self-defense and in defense of other people's lives. The FBI will respond to a terrorist attack and will resolve the issue of aggressive force based on the facts and circumstances at the time. A memorandum of understanding with the Department of Defense was signed by the Attorney General and the Secretary of Defense dated November 11, 1972. This memorandum pledges full support of the military through loan of military weapons and other equipment that the FBI might need in responding to a terrorist attack. Under the best of circumstances, however, delay of several hours can be expected between the time of request and time of delivery of any military equipment needed. Such delay could be intolerable. Federal troops cannot be used if the use would be a violation of the Posse Comitatus Act, which requires that, prior to use of Federal troops in civilian matters, the President must issue a proclamation which in effect states that civilian authority has broken down and civilian authority is no longer in a position to fulfill its responsibilities.

In preparing the aforementioned contingency plans, each of our field offices contacted local law enforcement agencies and discussed their capabilities to deal with terrorist acts. Each field office has this information in its contingency plan, and liaison is maintained on a continuing basis so that these resources can be made available to the FBI if the need exists.

We have made these preparations inasmuch as we foresee the possibility of a terrorist attack in this country which would require the use of lethal force by the FBI. The kinds of international terrorist activity which cause us to consider this possibility very seriously include the following:

The Acting Attorney General

In May, 1972, Japanese terrorists murdered innocent passengers at Lod Airport in Tel Aviv, Israel. This was followed by the Munich massacre in September, 1972, when the Al Fatah "Black September" group brutally murdered Israeli athletes and was later described as being "ecstatic and tremendously happy with the results in Munich." On March 1, 1973, eight "Black September" organization terrorists seized several foreign diplomats, including the United States Ambassador to Sudan and the Deputy Chief of the United States Mission, when they took over the Saudi Arabian Embassy in Khartoum, Sudan. Less than a week later, information was received that explosives had been placed in vehicles near the locations of three Israeli establishments in New York City. These explosives were subsequently located and the tragedy averted. On July 1, 1973, Colonel Josef Alon, Air Attaché, Israeli Embassy, Washington, D. C., was murdered outside his home as he returned from a party. Information received to date indicates that this was an assassination by a terrorist group from outside the United States.

On August 5, 1973, terrorists exemplified an utter disregard for human life and a contempt for established civilized rules of society when they wantonly massacred civilians at the airport in Athens, Greece. These terrorists also claimed to be part of the "Black September" organization. On August 27, 1973, a terrorist bomb exploded on the sixth floor of the British Embassy in Washington, D. C., blowing off one hand and a finger on the other hand of a secretary who was opening mail in the Embassy.

These are but a few examples of international terrorist acts committed by individuals who are fanatically committed to a cause, and are ready to accept whatever consequences there might be to their terrorist acts. They are not only ready to die for their maniacal beliefs, but are ready to murder innocent bystanders and kill hostages in cold blood if their demands are not met. The United States is not immune from such activity.

We have already updated some of our weaponry, equipment, and training in order that we will be in a position to use lethal force, if necessary, to neutralize a terrorist act, defend innocent persons, and defend ourselves. We anticipate further updating and augmenting of weaponry, communications equipment,

The Acting Attorney General

and body armor. Some of our personnel have been trained in the use of highly specialized equipment, weaponry and tactics in order to enable us to deal swiftly and decisively with terrorist acts and additional personnel are being scheduled for similar training.

It appears that the President, as well as the Cabinet Committee to Combat Terrorism, expects the FBI to take the full initiative and be in charge of any situation where there is an attack and seizure of a diplomatic establishment or other extreme act by international terrorists falling under the umbrella of Public Law 92-539. We hope that a terrorist act such as I have outlined heretofore does not occur in this country; but, if it does, the FBI will take whatever action is deemed necessary by the circumstances, including combat-type action and the use of lethal force in the defense of lives of our own personnel or of other individuals including hostages.

It is
understood
that this
assumes
close coordination
with A.G. and
State, Defense
and White House
with prior
approval to take
aggressive
action. JMW

1 - Assistant Attorney General
Criminal Division

NOTE:

See memorandum T. J. Smith to Mr. E. S. Miller, dated 10/23/73, captioned "Responsibility of the FBI to Respond to Acts of Terrorism in the United States," prepared by DNL:glw.

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. Nicholas P. Callahan
Administrative Division
Federal Bureau of Investigation

FROM : *EW* Edward W. Scott, Jr.
Director
Office of Management Programs

SUBJECT: AMOG Luncheon Meeting Concerning President's Cabinet Committee
to Combat Terrorism

Because of the subject, the attached announcement may be of interest.

DEPARTMENT OF JUSTICE

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DATE 05-17-2006 BY 60309 auc
tam.dcg/eh

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P/

REC-62

62-115362-62

EX-112

10-16-1973

269
269 NOV 19 1973

344

~~ANALYSIS OFFICERS GROUP~~

ALL INFORMATION CONTAINED
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DATE 11-01-2005 BY 60309
auc tam/mlt/elh

WASHINGTON, D.C.

November 1, 1973

TO : AMAOG Members

SUBJECT : November Meeting

DATE : (Thursday, November 15, 1973 - 12 Noon
(11:30 a.m. for refreshments)

PLACE : Blackies' House of Beef
22nd and M Streets, N.W.

*Agency Management
Analysis Officers Group*

PROGRAM

Establishment of the President's Cabinet Committee to Combat Terrorism signals the importance of this Government-wide effort. As Special Assistant to the Secretary of State for Combatting Terrorism and Chairman of the Working Group which supports the President's Cabinet Committee, Ambassador Lewis Hoffacker manages the Government's effort in this interesting and complex field. His experiences in organizing, staffing, funding and conducting this activity should be of interest to us all.

Having served from the late forties to the present both abroad and in Washington, Ambassador Hoffacker is especially qualified to address this important subject.

RESERVATIONS

Please call [redacted] 101-22552 or 632-2552, by noon Friday, November 9, and let her know if you plan to attend and if you will have any guests. If you cannot attend you are encouraged to send an alternate. Our two menu choices are:

b6
b7C

Steamship Round of Beef	\$3.75
Top Sirloin of Beef	\$3.75
(Gratuity and Tax included)	

Please indicate your preference when you call. As has been the case in the past, refreshments and sociability will start promptly at 11:30 and lunch will be served at 12:00 sharp.

See you on the 15th!

62-115360-62

Fraternally yours,

Seymour Levenson
Seymour Levenson
President

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 11/13/73

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Director Sec'y _____

The Working Group of captioned Committee met on 11/7/73 and a copy of the agenda is attached.

Also attached is a copy of the minutes of said meeting along with a paper pertaining to the report given on the use of chemical or biological agents by terrorist groups.

Nothing pertinent affecting the FBI was discussed.

ACTION:

None. For information.

Enclosures

FSP:cae

(3)

REC-19

62-115360-63

22 NOV 15 1973

b6
b7C



3-115360-63

NOV 15 1973 207

5/15/73

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. T. J. Jenkins
1 - Mr. E. S. Miller

DATE: 11/13/73

1 - Mr. F. S. Putman

ALL INFORMATION CONTAINED
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Director's Ctr. _____
Referral/Direct

(C)

(C)

b1
Referral/Direct

ACTION:

None. For information.

DATE: 02-20-2007
CLASSIFIED BY 60324 AUC/BAW/CPB/ELH
DECLASSIFY ON: 25X 3.3(1,6)
02-20-2032

ENCLOSURE

REC'D

68-112-60-24

NOV 15 1973

Enclosure
FSP:cae
(4)

NOV 26 1973

CONFIDENTIAL

International terror begins as a national problem and a nation's civil police must be prepared to deal with this threat. A.I.D.'s Office of Public Safety represents a very important and key U.S. resource in helping these police forces carry out this task through its assistance efforts overseas supported by training in the U.S. Present deliberations by the House and Senate on the Foreign Assistance Act involve the future of the Public Safety program. The Working Group agreed that the Public Safety program makes an extremely valuable contribution to U.S. interests in combatting terror, and strongly hopes that Congress would share this view in determining the program's future.

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auc tam/dcg/elh

62-115360-61
SEARCHED
SERIALIZED

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 11/27/73

ALL INFORMATION CONTAINED
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DATE 11-01-2005 BY 60309
auc tam/mlt/elh

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Director Sec'y _____

11/27/73
The Working Group of captioned Committee met
on November 21, 1973, and a copy of the agenda is attached. Also
attached is a copy of the minutes of this meeting.

Nothing adversely affecting the FBI was discussed.

ACTION:

None. For information.

E. S. Miller

Enclosures

FSP:cae
(3)

NOV 28 62 1973 65

5 NOV 28 1973

ENCLOSURE

5 NOV 28 1973

UNITED STATES GOVERNMENT

Memorandum

1 - Mr. W. R. Wannall

TO : Mr. W. R. Wannall *W.R.W.*

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

DATE: 12/11/73

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 11-01-2005 BY 60309
auc tam/mlt/elh

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Director Sec'y _____

The Working Group of captioned Committee met on 12/5/73, and a copy of the agenda and minutes are attached. Nothing was discussed affecting the FBI.

ACTION:

None. For information.

Enclosures

REC-46

FSP:jlbt
(2)

62-115360-6

FBI DEC 18 1973



55 DEC 21 1973

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. W. R. Wannall

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. W. R. Wannall
1 - Mr. F. S. Putman

DATE: 1/11/74

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 02-16-2006 BY 60309
auc tam/dcg/elh

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The Working Group of captioned Committee met on 1/9/74 and the LEAA representative furnished a paper relating to a proposed symposium on terrorism which the United Nations Social Defence Research Institute proposes that LEAA fund.

It was pointed out that on 1/8/74 a discussion was held between LEAA officials and the FBI and at that time, the question was raised concerning LEAA funding of a terrorism symposium to be sponsored by the FBI. The LEAA official was aware of this proposal.

ACTION:

None. For information.

FSP:cae

(3) *ca*

REC-61

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ALL FBI INFORMATION CONTAINED
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UNSDRI

PROGRAMME PROPOSAL

TERRORISM - NATURE AND RESPONSES

1. Purpose and General Scope

It is proposed to conduct under the auspices of the United Nations Social Defence Research Institute a series of analytic and projective studies on terrorism, and on current or potential international mechanisms for coping with it.

The purpose of this programme would be to prospect situations and possible intervention models to prevent or deal with specific types of terrorism, and to make this information available to policy makers and policy-making bodies on whom the actual (and often highly political) choice of intervention and control models depends.

This means that the central focus of the UNSDRI effort cannot be on the elaboration of international conventions, although the proposed studies would in the long run contribute substantially to that objective by identifying issues, policy choices and their feasibility at the international level^{1/}. The UNSDRI programme is designed to identify and discuss, with reference to specific types of situations, a whole range of choices relating to possible prevention and intervention models, informal as well as formal, normative or ad hoc (i.e. with regard to particular crisis situations), with comprehensive coverage or regarding specific issues (e.g. on exchanges of information, or extradition), which may be considered on a national, bilateral, regional or international basis or in combination of them. A special effort would be made to prospect the feasibility and negotiability of the various approaches.

2. Definition of "Terrorism"

Since the UNSDRI studies would not be directly aimed at the elaboration of international norms, it is possible and indeed necessary to propose a wide definition of "terrorism" as a point of departure, covering a whole range of intimidatory acts or acts of violence directed at the public

1/ The need for further studies was suggested by various Delegations at the 28th United Nations General Assembly when it became apparent that normative proposals could, at this stage, receive global support.

not

ENCLOSURE

11/12/1973 61

by individuals or groups of individuals, whatever their motivation may be?.

Within such a wide conceptual framework, the programme would focus on specific kinds of terrorism in specific situations, actual or potential (e.g. the taking of hostages, or plane hijacking in the context of a particular type of conflict) which are or may be expected to be of concern to the international community.

In that perspective, it is not proposed to draw a sharp distinction between national and international terrorism, at least for purposes of analysing or projecting patterns of behaviour. On the other hand, it is suggested that acts of violence committed under the colour of government authority should not be considered in this particular series of studies; although it is recognized that they can also be defined as terrorism, it is evident that their prevention and control involves intervention mechanisms different from those appropriate for terrorist action by individuals or groups of individuals.

3. Method

The proposed programme would be conducted by a combination of research (data gathering and evaluation), informal small workshop discussions, and a final evaluative colloquium. Wherever possible, it would build upon research products already available, e.g. research on violence and group violence, and on the operational experience of particular countries or international bodies. Research and workshops would involve (in addition to the core UNSDRI staff) selected experts (law, criminology, sociology, etc.), policy makers, as well as system operators (e.g. law enforcement, air transport, communications). While participation in the workshop meetings would be limited on the basis of specific concern with or expertise in the particular topic, the participants in the final colloquium would represent a wider range of policy positions and professional or scientific perspectives. INTERPOL and other interested international bodies would be invited to take part in the entire programme.

2/ By contrast very specific, and often conflicting operational definitions had to be proposed where the purpose was to develop international conventions on terrorism. Cf. Report of the Ad Hoc Committee on International Terrorism, United Nations, Suppl. No. 28 (A/9028), 1973. The inability to arrive at an agreed definition has no doubt been a major obstacle to the formulation of an international compact both in the United Nations and, at the regional level, in the Council of Europe.

It is deliberately suggested that the studies, workshop discussions and colloquia should be conducted informally, and with little publicity, so as to avoid injecting a political note incompatible with UNSDRI's role and with the technical/scientific nature of this effort.

4. Overall Structure

Following a first advisory colloquium on the actual structuring and methodology of the programme, it is proposed to focus on two specific technical areas which appear to be of particular operational significance, and for which small workshops would be convened:

- i) information channels and systems - as related to particular types of terrorism;
- ii) techniques of international co-operation (also bilateral and regional) in the prevention and handling of acts of terrorism.

A third and final workshop would attempt to develop situational projections (scenarios) involving a potential for terrorism, and consider various international action models, normative approaches and ad hoc arrangements which may be considered by governments or international bodies.

A final colloquium would evaluate the research and workshop results and consider their implications for international action. A final report would be prepared under the responsibility of UNSDRI.

5. Timing

The programme is designed for completion within a period of 14 to 15 months. It could be initiated in January 1974.

6. Reports

- i) Interim report every 6 months, and after each workshop;
- ii) Final report, after completion of the programme.

7. Programme Outline

It is proposed to proceed in the following sequence:

7.1 Programme development

3/

7.1.1 Informal contacts of UNSDRI staff with selected policy makers, experts and international bodies.

7.1.1.1 Method: correspondence and selected travel by UNSDRI staff.

3/ Months after initiation of programme.

7.1.2 Advisory workshop to guide UNSDRI with regard to the choice of issues, terms of reference and methods of the proposed research, and with regard to the specific kinds of terrorism and "situations" on which the research and workshops should concentrate.

7.1.2.1 Participants: 10 to 12, invited ad personam: policy makers (3-5), experts in criminology (2-3), international law (1), law enforcement (2); representatives of IATA, ICAO, INTERPOL would be invited as well.

7.1.2.2 Duration: 3 days + 2 months

7.2 Research: Subject to the advice of the programme development colloquium, research activities would provide a technical and scientific underpinning for the workshop discussions. They would be directed at several specific areas: + 15 months (through-out)

i) Nature and dynamics of terrorism

In addition to specific experiences with acts of terrorism, this research would draw on a large body of research concerned with violence and group violence, and on specific data on similar phenomena such as prison riots and unrest.

ii) Technical and legal surveys

In preparation for the first two workshops (cf. 7.3.1 and 7.3.2), the programme staff and experts would gather descriptive and evaluative data from participating countries, and commission topical papers concerning:

- information systems ("early warning", detection, operational co-ordination);
- operational models and forms of international collaboration in prevention, negotiation, law enforcement, investigation, prosecution, adjudication, extradition, punishment.

iii) Situational projections

In preparation for the third workshop (cf. 7.3.3), develop scenarios of group violence and terrorism-prone situations, and their operational implications.

7.2.1 Research staff: UNSDRI staff, selected experts and officials representing significant policy positions and professional perspectives.

7.2.2 Duration: The research effort would continue throughout the duration of the programme.

7.3 Workshop programme

3/

7.3.1 Workshop on information systems

7.3.1.1 Objectives: evaluation of information systems (international, regional and bilateral) related to the detection and handling of acts of terrorism; even if some of the operational data will have to remain confidential, a significant discussion of types of information systems should be possible.

7.3.1.2 Participants: 10-12 selected participants, primarily law enforcement and communications personnel and experts; INTERPOL.

7.3.1.3 Timing: four days.

+6 to 9 months

7.3.2 Workshop on international collaboration

7.3.2.1 Objectives: to survey, discuss and evaluate current operational models, collaborative practices, norms and ad hoc arrangements (at the international, regional, bilateral, national level) with regard to prevention, crisis management, negotiation, apprehension, extradition, adjudication, punishment of offenders; identify problem areas; explore feasibility of new or improved patterns of action.

7.3.2.2 Participants: 10-12 selected participants, including experts in law enforcement, criminal policy judiciary, international law (United Nations, Council of Europe).

7.3.2.3 Timing: four days

+6 to 9 months

7.3.3 Workshop on situational projections

7.3.3.1 Objectives: identify and project conflict situations (scenarios) with marked group-violence and terrorism potential (political; social; economic crisis, etc.), correlate with technological developments indicating a particular vulnerability to terrorism (e.g. air transport; tampering with food and water supplies; new instruments of mass destruction),

and consider feasibility of preventive mechanisms, information systems, monitoring; early warning and intervention policies - formal, informal or ad hoc; international, regional, bilateral or national.

7.3.3.2 Participants: 10-15 selected participants, including policy makers, law enforcement personnel, criminologists, legal experts (national and international).

7.3.3.3 Timing: four days +11 months

7.4 Evaluative colloquium

7.4.1 Objectives: discuss research and workshop results (reports will be available), consider policy and operational implications; if appropriate, formulate suggestions and working hypotheses for follow-up research or exchanges of experience.

7.4.2 Participants: 20-25, primarily policy makers and selected experts and operational personnel

7.4.3. Duration: three days +12-13 months

7.5 Final Report

A report including research papers and workshop reports, will be prepared under the responsibility of UNSDRI +14-15 months

8. Tentative Budget Estimates

	<u>First year</u>	<u>Second year</u>
8.1 Central staff (at UNSDRI)		
- Principal Investigator Director, UNSDRI 1/3 time)	\$ 14,000.-	\$ 3,500.-
- Research Expert and co-ordinator (full time)	16,000.-	4,000.-
- Other research staff (5/4 man-year)	16,000.-	4,000.-
- Administrative and financial staff (1/6 man-year)	2,000.-	1,000.-
- 2 secretaries (multi-lingual)	15,000.-	3,750.-
8.1.1 Travel of central staff		
programme development	3,500.-	-
research co-ordination	3,000.-	2,000.-
8.2 Meetings (including travel of participants, per diem, conference accommodation, if necessary simultaneous interpretation from/to French and successive from/to Russian)		

8.2.1	<u>Programme development</u> consultations (12 participants, 3 days, Rome)	9,000.-
8.2.2	<u>First workshop</u> (12 participants, 4 days Rome)	10,000.-
8.2.3	<u>Second workshop</u> (same)	10,000.-
8.2.4	<u>Third workshop</u> (15 participants, 4 days, Rome)	12,500.-
8.2.5	<u>Evaluation colloquium</u> (25 participants, 3 days, Rome)	20,000.-
8.3	<u>Outside Experts</u>	
	- Scientific advisers (fees 1/3 man-year)	10,000.-
	- Commissioned papers and reports	5,000.- 4,000.-
8.4	Documentation, reproductions, telecommunications	5,000.- 5,000.-
	Total.	\$118,500.- 59,750.-

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. W. R. Wannall

FROM : F. S. Putman, Jr. *Revised*

SUBJECT: *Re: Cabinet Committee to Combat Terrorism*

1 - Mr. W. R. Wannall
1 - Mr. F. S. Putman

DATE: 1/11/74

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Director Sec'y _____

Revised
ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 11-01-2005 BY 60309
auc tam/mlt/elh

The Working Group of captioned Committee met on 1/9/74 and a copy of the agenda and minutes are attached. Also attached is a letter relating to Ambassador Hoffacker's participation in a seminar sponsored by the Council on Foreign Relations, a statement concerning aircraft hijacking, State Department telegram relating to the attack on Pan American Airways at the Rome Airport and a copy of a proposed statement by the White House which was prepared by the Department of Transportation.

Nothing adversely affecting the FBI.

ACTION:

None. For information.

Enclosures
FSP:cae
(3) *Revised*

REC-45 62-1185-69-68

6 JAN 18 1974

X-107

UNITED STATES GOVERNMENT

Memorandum

TO : Mr. E. S. Miller

FROM : F. S. Putman, Jr.

SUBJECT: CABINET COMMITTEE TO
COMBAT TERRORISM

1 - Mr. E. S. Miller
1 - Mr. F. S. Putman

DATE: 8/17/73

ALL INFORMATION CONTAINED
HEREIN IS UNCLASSIFIED
DATE 10-28-2005 BY 60306 auc tam/mlt/elh

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The Working Group of captioned Committee met on August 15, 1973, and a copy of the agenda is attached. Also attached is copy of teletype containing information of a broadcast of the views of "Cairo Voice of Palestine" radio blaming the Americans for the terrorist activities today. Also enclosed is copy of a speech given by Ambassador Hoffacker at San Diego State University. In this speech, the FBI is mentioned on Page 3 stating that the Director is a member of the Cabinet Committee to Combat Terrorism, on Page 5 stating that the FBI has concurrent investigative jurisdiction under the Act for the Protection of Foreign Officials and Official Guests of the U.S., and on Page 8 it states that if an act of international terrorism should occur in the U.S., within Federal jurisdiction that the FBI is responsible for responding to such an act.

Referral/Direct

ACTION:

EX-117

None. For information.

Enclosures

FSD:852

(3)

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5 AUG 31 1973